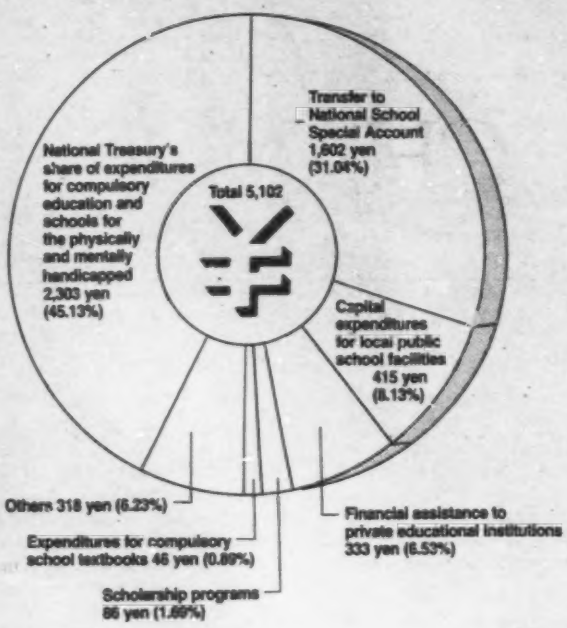
The Mombusho Budget Classified by Categories of Expenditure, Fiscal Year 1984

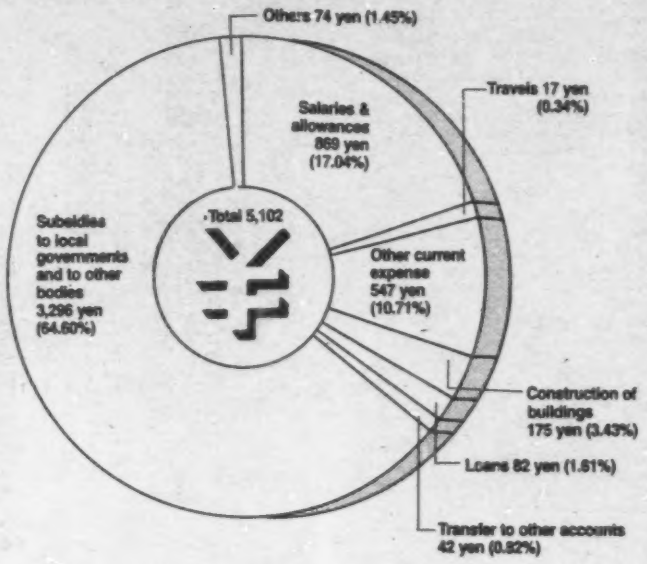
(in billion yen)


Total 5,102
Transfer to National School Special Account 1,602 yen (31.04%)
National Treasury's share of expenditures for compulsory education and schools for the physically and mentally handicapped 2,303 yen (45.13%)
Capital expenditures for local public school facilities 415 yen (8.13%)
Financial assistance to private educational institutions 333 yen (6.53%)
Others 318 yen (6.23%)
Expenditures for compulsory school textbooks 46 yen (0.89%)
Scholarship programs 86 yen (1.69%)

260 yen = 1 dollar

General Accounts Budget of the Mombusho for FY 1984

(in billion yen)


Others 74 yen (1.45%)
Travels 17 yen (0.34%)
Salaries & allowances 869 yen (17.04%)
Total 5,102
Subsidies to local governments and to other bodies 3,296 yen (64.60%)
Other current expense 547 yen (10.71%)
Construction of buildings 175 yen (3.43%)
Loans 82 yen (1.61%)
Transfer to other accounts 42 yen (0.82%)

School Expenditure Classified by Type of School

Year	Total (million yen)	(percent) Kindergarten	Compulsory education	Upper secondary education	Higher education	Special training and misc. schools	Ratio against national income
1950	153,388	0.9%	68.8%	12.6%	16.2%	1.6%	4.5%
1955	407,482	2.0	64.0	15.7	16.0	2.3	5.6
1960	702,721	1.7	60.2	17.7	17.6	2.8	5.3
1965	1,657,087	2.1	51.1	21.4	22.2	3.1	6.2
1970	3,237,318	2.9	53.5	19.0	21.4	3.2	5.3
1975	8,808,843	3.7	56.1	18.5	19.6	2.0	7.2
1980	14,933,543	4.0	54.5	17.9	21.1	2.5	7.7
1981	15,916,818	3.8	54.0	18.1	21.6	2.5	7.8

Number of Educational Personnel, Classified By Type of School (as of May 1, 1984)

School classification	Total	Number of teachers % Female	National	Local government	Private
Kindergarten	99,173	93.8%	276	26,788	72,109
Elementary school	468,675	56.0	1,770	464,108	2,797
Lower secondary school	278,931	33.5	1,661	269,578	7,692
Upper secondary school	258,626	18.3	020	200,326	57,680
School for the blind	3,354	37.1	76	3,242	36
School for the deaf	4,600	48.0	78	4,501	21
School for the otherwise handicapped	30,238	49.9	1,114	28,934	190
Technical college	3,772	0.8	3,238	348	186
Junior college	17,422	39.1	1,054	1,881	14,487
University	110,662	8.5	51,194	6,033	53,435
Special training school	23,521	57.4	764	1,542	21,215
Miscellaneous school	22,782	40.4	18	655	22,109

Number of Schools Classified by Type

School classification	Total	Number of schools National	Local government	Private	Percentage distribution National	Local government	Private
Kindergarten	15,211	48	6,246	8,917	0.3%	41.1%	58.6%
Elementary school	25,064	73	24,822	169	0.3	99.0	0.7
Lower secondary school	11,047	78	10,402	567	0.7	94.2	5.1
Upper secondary school	5,427	17	4,128	1,282	0.3	76.1	23.6
School for the blind	72	1	69	2	1.4	95.8	2.8
School for the deaf	110	1	108	1	0.9	98.2	0.9
School for the otherwise handicapped	720	43	664	13	6.0	92.2	1.8
Technical college	62	54	4	4	87.1	6.5	6.5
Junior college	536	37	51	448	6.9	9.5	83.6
University	460	95	34	331	20.7	7.4	72.0
Special training school	2,935	180	168	2,587	6.1	5.7	88.1
Miscellaneous school	4,476	9	121	4,346	0.2	2.7	97.1
Total	66,120	636	46,817	18,667	1.0	70.8	28.2

Source: Ministry of Education, Japan.

RH300-2

VALUES IN CONFLICT

Like the United States, Japan is involved in a reassessment of its educational system, and it is in the high school that the conflicts between opportunity and uniformity, between tradition and change, between expectation and reality are being played out. For Part Two of "Schooling in Japan":

See Page 11.

SAFETY IN QUESTION

Although there is little evidence yet that mandatory seat belts in school buses would increase safety, advocates are pushing for federal regulations and for the passage of new laws in states, localities, and the U.S. Congress.

See Page 7.

EDUCATION WEEK

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Maintenance Issues Grow for School Users

The 'Hidden' Cost of Computers

By Linda Chion-Kenney

Three years ago, the St. Paul's School in Brooklandville, Md., had five computers. According to Mark S. Curtis, the school's director of computer studies, extended warranties were purchased for three of the systems at a cost of about $600.

The next year, with 10 computer systems, school officials "limped along" without extended-warranty coverage to protect against malfunctions, Mr. Curtis said. The independent scheol of 730 students, he added, was "lucky"; maintenance costs did not exceed $200.

But when Mr. Curtis began lobbying for a computer for every eight students, he recalled, "It became obvious that we could not afford the $200-per-machine cost for a maintenance contract."

Like many of his counterparts around the country, Mr. Curtis—who now has 65 computers to oversee—has discovered that there is a down side to the computer revolution: the hidden, and usually unbudgeted, costs of maintaining the equipment. And like others, he has had to figure out ways to cope without spending more than his school can afford.

A 'Sizable' Investment

"When you have a handful of computers floating around, your potential risk is minimal, but if you get 100 computers in your school, that represents a sizable capital investment, and you'd better be willing to back it up," said Mr. Curtis, who credits his school's regular preventive-maintenance program with cutting down on the cost of repairs. "You don't buy a house without enough working capital to maintain it because then you end up los-

Continued on Page 27

Michigan Schools Required To Offer 'Shared Time'

State Court Limits Ruling To Elective Classes Only

By Tom Mirga

A sharply divided Michigan Supreme Court has ruled that the state's public schools must open "nonessential" courses such as band and art to local private-school students whose schools do not offer such electives.

The "right to public education is not conditioned on full-time enrollment," the court held 4 to 3, noting that "shared time has been an accepted method of education in this state for the past 60 years."

The dissenting justices, however, criticized the decision requiring all public schools to offer some shared-time programs as an example of unwarranted "judicial intervention in educational policymaking." They added that the majority's interpretation of the state school code not only strains

Continued on Page 8

In Senate, Hatch Asks for 'Common Sense' on Parents' Rights

Says Law Covers Only 'Nonscholastic' Federal Programs

By Anne Bridgman

WASHINGTON—In the face of widely divergent interpretations of federal regulations that give parents more control over controversial topics taught in public schools, the sponsor of the law last week took to the floor of the Senate to clarify its intent and to plead for a "common-sense" approach to applying the rules.

"I am amazed at the overreaction of educational lobby groups to the [Education] Department's regulations," said Senator Orrin G. Hatch, Republican of Utah, referring to recent statements by groups that oppose the rules.

But he also directed remarks at proponents, saying, "Some parent groups have interpreted both the statute and the regulations so broadly that they would have them apply to all curriculum materials, library books, teacher guides, etc., paid for with state or local money."

"It was the purpose of my amendment to guarantee the right of parents to have their children excused from federally funded activities under carefully specified circumstances," the Senator said. "The 'activities' we are talking about are nonscholastic in nature."

Senator Hatch emphasized that the proposed amendment was not intended to apply to any curriculum or other school activities not directly supported by federal funds.

Parents' groups and conservative organizations—including Phyllis Schlafly's Eagle Forum—in recent weeks have distributed some 250,000 copies of a "model" letter to school districts across the nation demanding compliance with the Hatch Amendment regulations. *(See Education Week, Feb. 20, 1985.)*

The Hatch Amendment states that students cannot be forced to submit without prior parental consent to federally funded "psychiatric or psychological experimentation, testing, or treatment" that would reveal information concerning political affiliations, sexual behavior and attitudes, and five other specific areas. The Education Department regulations, which went into effect in November, further define certain portions of the amendment.

In response to the letter-writing campaign, a coalition of 26 education groups, concerned that the regulations constitute "an improper extension of federal authority into local matters," is lobbying the Con-

Continued on Page 9

Teacher Panel To Call for Tests, Longer Training

By Cindy Currence

The National Commission on Excellence in Teacher Education will recommend in a policy statement scheduled for release this week that colleges of education adopt five-year teacher-training programs and is expected to recommend competency testing of prospective teachers prior to graduation, members of the commission said last week.

The 17-member panel—which includes teacher educators, teacher-union officials, and legislators—was established last March by the American Association of Colleges for Teacher Education to formulate strategies to improve the preparation of the nation's public-school teachers.

Both teacher testing and extended programs are controversial proposals among educators. According to J. T. Sandefur, dean of the College of Education at Western Kentucky University in Bowling Green and a member of the panel, the extended-training concept generated some "healthy discussion" among commission members during their deliberations.

Teacher Testing

Teacher testing in particular has been a topic of debate in the education community since Albert Shanker, president of the Am-

Continued on Page 8

Houston Schools Turn to Mexico for Bilingual Teachers

By J. R. Sirkin

Demonstrating just how difficult it has become to find enough bilingual teachers for Spanish-speaking students, the Houston Independent School District has carried its recruiting efforts south of the border.

On Sunday of this week, the district, already known for its aggressive recruiting, was scheduled to run an advertisement in the English-language *Mexico City News* encouraging readers to apply for teaching positions. Houston faces a teacher shortage that could reach 1,200 vacancies by next September, including 400 positions for elementary-level bilingual teachers, said a school-district spokesman.

The advertisement is an experiment, said Geri Konigsberg, the district's director of information. "We don't anticipate getting great numbers. What we hope to do is develop a rapport, so we can recruit in later years."

According to Ms. Konigsberg, advance word of the advertisement has generated so

Continued on Page 28

IN SUMMARY

An Early Warning System
The Baltimore school district and the Johns Hopkins University are launching a five-year study to identify and address behavior patterns of 1st graders that could lead to later problems. **Story on Page 4.**

A Matter of Principals in North Carolina
A controversial proposal to abolish tenure for the state's principals is scheduled to go to the legislature without the state board's endorsement. **Story on Page 6.**

A Career-Ladder Debate in Alabama
Educators and lawmakers are preparing for a debate over a proposed career-ladder plan that would cost $213.6 million over five years and revamp teachers' salary schedules. **Story on Page 6.**

A Continuing Commitment
Governors in New Hampshire, North Dakota, and West Virginia have called for education spending increases despite difficult economic conditions in two of the states. **Story on Page 4.**

Buckle Up?
Parents, educators, and policymakers are pressing the case for mandatory seat belts on school buses despite the lack of hard evidence of their effectiveness. **Story on page 7.**

New Law, Old Rules
Competitive grants for bilingual-education programs will be awarded under vague rules because the Education Department has not written regulations for the new law. **Story on Page 10.**

Religious Meetings in School
The U.S. Supreme Court has agreed to review a federal appeals court's 1984 ruling that the First Amendment prohibits students from holding religious meetings on school grounds. **Story on Page 10.**

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THE WEEK

FEDERAL

Thousands Apply For NASA Program To Orbit Teacher

More than 10,000 teachers have told the government they dream of becoming the next John Glenn or Sally Ride, but only one will be the first private passenger in space next November.

Officials of the National Aeronautics and Space Administration say they received 10,345 applications by the Feb. 1 deadline for the "Teacher in Space" program announced by President Reagan last August.

The winning teacher will not only participate in the November 1985 space-shuttle mission but will also take a year's sabbatical leave from teaching afterward to represent NASA in appearances around the country. A back-up candidate will also be selected to spend a year with NASA, according to Alan Ladwig, manager of the space-flight participant program. The two teachers will be paid by NASA.

Mr. Ladwig said NASA has not yet sorted the applications into categories, but he added that "they seem of high quality." The largest number of applications came from California, New York, Ohio, and Illinois, he said.

Each chief state school officer will now choose two nominees. In June, those candidates will be brought to Washington for a week-long workshop and will be interviewed by a national review panel, Mr. Ladwig said.

Ten finalists will then be chosen, and these candidates will be taken to the Johnson Space Center in Houston in July to participate in medical examinations. NASA will then select the final two participants, he said.

Advocacy Group Says Reagan Budget Would Hurt the Poor

A Washington-based child-advocacy group accused the Reagan Administration last week of proposing to slash "survival programs" for poor children to pay for increased defense spending and tax breaks for the wealthy.

According to an analysis of the President's fiscal 1986 budget request conducted by the Children's Defense Fund, poor children and their families would lose $5.2 billion, while the military would gain $32 billion, under the proposed budget.

"If President Reagan's budget priorities succeed, by 1990 every American will be spending 19 percent less on poor children and families and 86 percent more on defense," said Marian Wright Edelman, the group's president. She continued, "Children and youths are the nation's real security. They are also the most cost-effective investment our nation can make toward assuring its future and strong democratic leadership for the rest of the world."

The C.D.F.'s analysis strongly criticized Administration proposals to reduce funding in areas such as education, food and nutrition, and child care. It also accused the Administration of ignoring "the skyrocketing federal tax burden on the working poor while the taxes of the rich have been cut."

In addition to its budget analysis, the C.D.F. also supported the reintroduction in the Congress of a $14-billion "children's survival bill" sponsored in the previous Congress by former Representative Geraldine Ferraro of New York, the Democratic party's nominee for Vice President. The bill would expand funding for existing programs such as Head Start and maternal and child health care, would reduce taxes for needy families, and would create demonstration projects aimed at reducing teen-age pregnancy and school-dropout rates.

NATIONAL

Religious Leaders Call Attention To the Nation's Poor

In a statement intended to shift the attention of federal policymakers away from the national deficit and toward the issue of poverty, 36 prominent religious leaders have endorsed a statement calling for child-care policies and employment programs for the young as one means to eliminate poverty in America.

"We believe that poverty causes a human-resources deficit in our country with consequences no less severe than the budget deficit," wrote Cheryl Morden, chairman of Interfaith Action for Economic Justice, the coalition that released the statement, in a letter to members of the Congress.

The religious leaders suggested five ways to begin reducing poverty, including the creation of public-sector jobs for teen-agers and the long-term unemployed in "carefully designed programs linked to economic growth."

They also suggested creating and enhancing programs that would remove barriers that keep employable people from joining or returning to the labor market. "These include job-training programs linked closely to growth industries, child-care development and subsidies, and job-placement services."

According to the statement, anti-poverty programs represent less than 10 percent of the federal budget but have borne almost one-third of the federal-budget cuts in the last four years.

"Funding for programs for the poor has neither caused the deficit nor threatened the stability of the economy," the statement said. "Congress can finance the programs necessary to end poverty in this country without exacerbating the deficit problem."

Signers of the letter included leaders of Protestant, Jewish, Catholic, and nondenominational social-services organizations.

STATES

Kentucky Panel Will Visit 15 Cities To Discuss Reforms

A month after Kentucky's governor and superintendent of public instruction began visiting each of the state's 120 counties to promote greater community involvement in education reform, members of the state legislature's joint education committee announced that they, too, would leave the marble halls of Frankfort to discuss school improvements.

Traveling in two separate vans, the 30-member legislative panel will visit 15 cities over a three-month period, conducting public hearings in each city, according to Roger L. Noe, chairman of the House education committee.

The hearings are intended to "generate enthusiasm for educational reform" and provide a forum for educators, civic leaders, and citizens to present their views on how best to reform the state's schools, Mr. Noe said.

The public hearings will probably culminate in the late summer or early fall with a three-day summit meeting in which education-reform leaders will meet with the state legislators to discuss what measures to include in the joint education committee's reform package, according to Mr. Noe.

State Official Seeks School Spending Cut For Legal Counsel

The state attorney general has asked the West Virginia Board of Education to encourage county school districts to use the services of local prosecuting attorneys rather

By Sheppard Ranbom

SHEPPARD RANBOM

The narrow gates of Tokyo University, the oldest and most prestigious Japanese institution of higher learning.

'EXAMINATION HELL'

Being accepted by the right university assures later success, but the struggle for admission dominates students' lives and distorts, many argue, the content and purpose of high school.

Four years ago, 18-year-old Takehisa Kishimoto seemed virtually assured of success in life. He had just graduated from La Salle High School, a famous private school in the city of Kagoshima that annually places almost half of its class of 270 seniors in Japan's elite universities.

But it was only this year, after a grueling, three-year odyssey through an academic netherworld, that Takehisa, now 22, finally became a freshman majoring in economics at Kyoto University.

Takehisa's story is one of pressure—pressure to keep pace with talented classmates, to satisfy demanding test-conscious teachers, to keep from disappointing his father, a Kyoto textile-factory manager with high hopes and family finances invested in his son's future. Most of all, it is a story of test pressure, the over-arching imperative to score well enough to enter the best institutions of higher learning.

Because he did not score well enough, Takehisa joined the burgeoning ranks of the country's "masterless samurai," the *ronin*. Now estimated to number about a quarter of a million, the *ronin* are a peculiarly Japanese phenomenon, academic achievers who prefer failure to success at less than the highest level. Unable to gain entry to the prestigious colleges of their choice, the *ronin* shun the many others they could enter, opting instead to spend an extra year—or as long as it takes—studying to make the grade for success.

The Sine Qua Non

Admission to college has become the *sine qua non* of modern Japanese life. Much of what happens before is preparation for it, most of what happens later is a result of it.

Being accepted by the right university can virtually assure success in government or business. Being turned down by the elite handful of universities that dominate Japanese society can derail a promising future and crush family dreams.

But Takehisa Kishimoto's struggle to enter such a university is also a symptom of what many call Japan's most vexing educational problem: the increasing reliance on examinations to track students through the system and, by extension, to structure society. It is a multi-dimensional problem, affecting not only equality of opportunity, but also how and what students learn, and whether or not the system will be able to adapt to meet new needs.

It is also a problem that reform-minded educators say will not yield easily to workable solutions.

Screening the Seniors

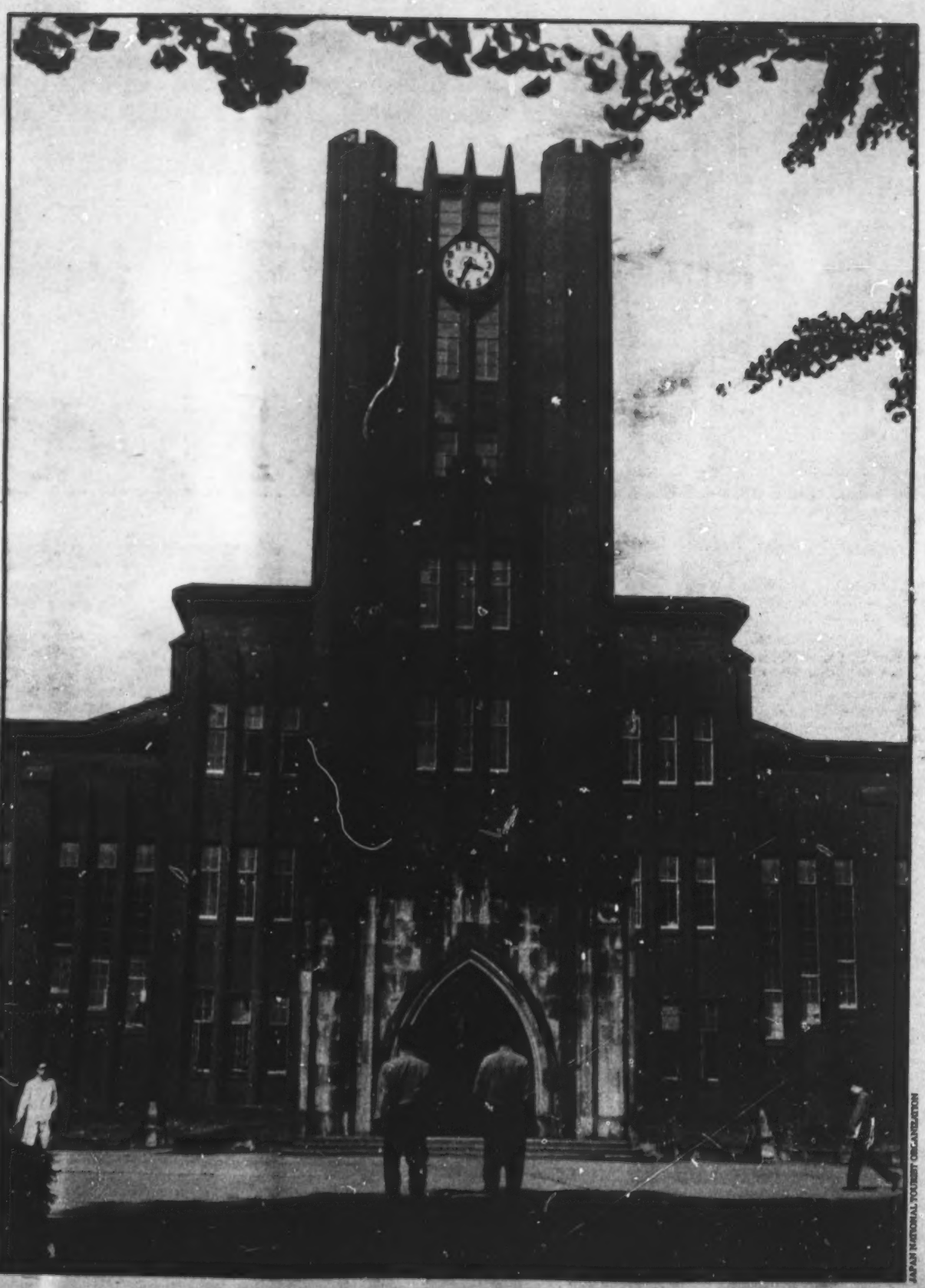
Despite recent attempts to give the more subtle indexes of talent and potential a greater weight in admissions, the selection process for colleges remains impersonal and tightly structured. Every January, high-school seniors take the national Joint Achievement Test simultaneously at various locations throughout the country. Those results provide a first-stage screening of applicants for the public colleges and universities, among them the highly selective "national universities" considered the nation's best.

Students scoring high enough on this massive, five-part assessment of general knowledge then go to the second stage of selection: two full days devoted to the exhaustive tests prepared by the colleges they want to enter.

Before they have even gotten to the Joint Achievement Test, however, those intent on entering prestige colleges have usually had a steady diet of test competition, vying with one another for places in the "elite" private kindergartens, the commercial after-school cram schools (*juku and yobiko*), and the top-flight high schools that can sometimes mean the difference between success and failure on college entrance exams.

Now, both educators and the public at large are wondering what that kind of pressure is doing to their children.

Tokyo University



JAPAN NATIONAL TOURIST ORGANIZATION

Takehisa Kishimoto says he almost welcomed his *ronin* years as time to "recover" from a high-school experience he says left him "psychologically damaged."

"They expected me to be a study machine, not a human being," he complains. "There was pressure everywhere—at home and at school. I had nowhere to escape. Sometimes, I would just ride my bicycle all day and keep away from classes."

Expected to score high enough to enter Tokyo University, the surest staging area for social prominence, Takehisa found instead that he was not psychologically ready for examination day when it arrived. And in the following *ronin* year, he was still reeling from exam pressure. "I had no appetite for study," he says.

A bright and talented student with excellent high-school training, Takehisa failed in two attempts to pass the university's entrance examinations. (Competition is so keen for Tokyo's arduous, five-part test that the usual cut-off point for successful applicants is a score of 920 out of a possible 1,000.)

Trying to salvage something academically, Takehisa suffered a third disappointment. He enrolled in a not-so-prestigious, but very expensive, college in Osaka, only to find it less intellectually stimulating than high school.

Finally, he decided to drop out again and study for one last attempt at passing the entrance exam of an elite institution. This time, he picked Kyoto University, passed its test, and was accepted last year.

Etsuko: A Different Story

What made Takehisa's long struggle all the more painful, he says, was wondering whether his expensive and rigorous training at the private high-school in Kagoshima had been worth it. His older sister, Etsuko, had enjoyed herself in school—and gained admission to college—while attending Rakuhoku High School, which is situated across the street from her home.

Continued on Following Page